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Improving Efficiency and Accountability

REBALANCING FEDERAL-PROVINCIAL SPENDING RESPONSIBILITIES

Alberta
Government of Alberta

May 1992



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PREFACE

This paper portrays the magnitude of federal-provincial entanglement that has developed over the decades. Taxes, expenditures, laws and services overlap and duplicate. The paper identifies the causes of entanglement and comments on the consequences and negative implications.

The results of an internal review by the Government of Alberta of federal program and regulatory activities which appeared to overlap the activities of the provincial government are incorporated in the paper. The findings provide information on the extent, nature and fiscal implications of entanglement.

The paper provides a contemporary response to redressing the entanglement which exists. This includes fiscal and constitutional reform, as well as a renewed commitment to cooperation. These actions will place the province in a better position to respond to its social and economic needs. This will contribute to efficiency, a reduction in the collective cost of government and enhanced international competitiveness.

Chapter 1

The Need to Disentangle

A.

CAUSES OF ENTANGLEMENT

DIVISION OF RESPONSIBILITIES

Canada's Constitution sets out the division of responsibilities between the federal government and the provinces. Two factors have contributed to the blurring of jurisdictional responsibilities. The first is that any division of powers is set out in a broad and general fashion making it subject to interpretation. The second is that new policy areas have emerged which were not envisaged in 1867. There have been few changes since 1867 to the division of responsibilities. The most significant were unemployment insurance, pensions, and in 1982 the strengthening of provincial jurisdiction over natural resources.

The blurring as to constitutional responsibility can in itself contribute to federal-provincial entanglement. Combined with the aggressive exercise of powers, the entanglement has led to numerous court challenges. In recent years, Alberta and other provinces have joined in defending provincial jurisdiction over natural resources, telecommunications, the environment, taxing power, and the integrity of fiscal arrangements.

IMBALANCE BETWEEN THE SHARE OF TAXATION REVENUES AND EXPENDITURE RESPONSIBILITIES

Over the years, the major increases in demand for public services have occurred primarily in areas of provincial responsibility such as health care, education, social services and the financing of local government. However, the federal government has used its broad powers over taxation to progressively increase its share of revenues. This has resulted in a pronounced imbalance in the relative share of taxation revenues and expenditure responsibilities between the two orders of government.

This has had two effects. Through its use of spending power, the federal government has directly entered into areas of provincial responsibility. In addition, provincial governments have become dependent on federal fiscal transfers to provide essential services to citizens. Within Canada, the provincial-local government sector receives about 64 per cent of total government revenues but only raises about 48 per cent of the taxes (Statistics Canada). The difference is made up by federal transfers. Within

Alberta, federal transfers total \$1.5 billion annually - almost 14 per cent of the government's total revenues.

The imbalance between the relative share of taxation revenues and expenditure responsibilities is widening. Although the federal government's deficit is expected to decline in coming years, provincial deficits are increasing. The reasons for the widening imbalance are two-fold. Firstly, the Goods and Services Tax gives the federal government a robust revenue source over the longer term in an area traditionally reserved as a source of revenue for the provinces. Secondly, the trend toward increased demand for services in areas of provincial responsibility is continuing due to changing demographics, lifestyles and economic structures.

FEDERAL UNILATERALISM

In a federal state, it is necessary for the two orders of government to cooperate in order to harmonize policies and programs. The need for cooperation is further emphasized by the fact that, over time, there has been a generally greater role for government in all industrialized countries. Within Canada, cooperation is all the more important given the vast size and the inherent social, cultural, and economic diversity of our country.

Over the years, federal governments have frequently opted for unilateral action rather than cooperation. This has led to unnecessary overlap and intrusions into areas of provincial responsibility. The situation prompted the Western Provinces to release a series of reports in the late 1970's on constitutional trends, which documented the extent of federal intrusions into areas of provincial responsibility.

B. MAGNITUDE OF OVERLAP AND ENTANGLEMENT

In 1991, the Government of Alberta undertook an internal review of federal expenditure and regulatory activities which appeared to overlap or intrude on the activities of the provincial government. Each department and agency within Alberta reviewed and compared the effect on its own activities. Detailed information is provided in Chapter 2. The following highlights the degree to which the two orders of government have become entangled within Alberta.

- *The federal government spends approximately \$4.3 billion pursuing the same purposes within Alberta as the provincial government. This means that there is apparent overlap in 55 per cent of the \$7.8 billion in total federal expenditure directly apportionable to Alberta. This is similar to the findings of the federal government's own study completed in 1991 and a study conducted in Québec in 1978. The federal study concluded there was apparent overlap in 65 per cent and direct overlap in 42 per cent of its expenditures. The Québec study reviewed all federal and provincial programs in the province and found that 60 per cent were overlapping.*
- *Two hundred and forty-seven instances of entanglement were identified in the Alberta study. One hundred and ninety occur in the provision of programs and 57 occur in the administration of regulations.*
- *Federal program expenditure entanglement is wide-ranging. It is evident in each of the categories of provincial government activity associated with providing goods and services.*
- *Ninety-two per cent of the expenditure occurs in social programming.*
- *\$2.3 billion represents direct expenditure entanglement where the same or similar program is provided to the same or similar client. These programs are predominantly delivered by the two governments operating separate systems.*
- *Regulations are a major contributor to overlap and entanglement. Overlapping regulations occur primarily in the fields of commerce and finance.*

Federal regulations also have an effect in either restricting or making it more difficult for the province to carry out its responsibilities. Twenty-three such situations were identified, 16 of which have a restrictive impact on the ability to manage natural resources. Recent initiatives by the federal government in the area of environmental protection have contributed significantly to the number of overlapping and restricting regulations.

SUMMARY

FEDERAL EXPENDITURES BY GOVERNMENT ACTIVITY IN AREAS WHERE THE PROVINCE HAS EXPENDITURES

	NO. OF PROGRAMS	\$ MILLIONS	%
SOCIAL SPHERE	101	3,920	92
ECONOMIC SPHERE	59	280	6
NATURAL RESOURCES SPHERE	30	80	2
TOTAL	190	\$4,280	100

FEDERAL REGULATORY OVERLAP IN ALBERTA

Overlapping Regulations	Restricting Regulations	Total
34	23	57

C. CONSEQUENCES AND IMPLICATIONS OF ENTANGLEMENT

There has been progress in minimizing duplication, waste and conflicting activities. There are many instances where programs are viewed as complementary due to variations in design or clients served. In addition, at the operating level, steps are taken to minimize program and service duplication. There has been recent rationalization and harmonization in activities. Within Alberta, assistance to the agricultural sector in particular has these elements.

The evident efficiency gains, however, fall far short of redressing the following negative effects of entanglement.

ACTIVITIES CAN BE COUNTER-PRODUCTIVE

Entanglement can be highly counter-productive when policy objectives differ. The greater the degree of entanglement, the greater the potential for counter-productive activities. There have been many instances within Alberta where federal initiatives have been counter-productive, particularly with respect to economic diversification and stability. Examples include: petrochemical development, transportation policy, assistance to the forest industry, labour market training, and energy development.

ACCOUNTABILITY IS UNCLEAR

Entanglement clearly leads to uncertainty and confusion as to which government is responsible for which services. Accountability is further complicated due to the imbalance between the relative share of taxation revenues and expenditure responsibilities. It is difficult for taxpayers to directly link the cost of government services with taxes paid. This has the potential to contribute to inefficiency and may be a contributing factor to the size of government deficits. Further inefficiencies may arise when needs differ across Canada and the provincial government does not have the fiscal capacity or management flexibility to respond to these needs.

THE COST OF DOING BUSINESS IS INCREASED

Entanglement contributes to inefficiencies within government, can cause higher taxes and

generates inflationary pressures. Overlapping regulations are particularly troublesome since they create confusion and additional costs for the private sector. Paperburden, the lack of "one-stop shopping" and counter-productive activity detract from international competitiveness.

THE PROVINCE'S ABILITY TO MANAGE IS RESTRICTED

The province's ability to manage its affairs is restricted by the combined effect of intrusive overlapping activities and the federal government's use of its spending and taxation powers.

The sheer magnitude of federal expenditures within Alberta can directly influence social and economic policy within the province.

In addition, federally imposed conditions in cost-shared programs limit the province's policy options.

Federal expenditure in areas of provincial responsibility has placed the province in a vulnerable position when the federal government reduces its financial support. In 1991-92, the loss of financial support exceeded \$900 million. The reduction in financial support is a result of varied and diverse actions by the federal government that remain unchecked. As a result, the loss will surpass \$1 billion in 1992-93. The situation is compounded by the fact that the province does not have the freedom to manage the situation. Compensating tax room has not been provided to the province, and frequently federal control is maintained over program design.

Federal control over the taxation of personal income through the tax collection agreements limits the provincial government's ability to pursue provincial priorities through the tax system.

Federal laws which overlap and intrude can restrict the province from carrying out its management responsibilities. This is particularly the situation where federal environmental protection legislation detracts from the province's ability to manage natural resources and regulate economic development.

D. IMPROVING EFFICIENCY AND ACCOUNTABILITY

The negative consequences and implications of entanglement must be addressed if deficits are to be reduced and competitiveness enhanced. Efficiency gains must be achieved. The ability to be responsive must be restored. Accountability must be clarified. Cosmetic remedies are inadequate. The fundamental causes which contribute to entanglement have to be redressed.

A MORE EQUITABLE BALANCE BETWEEN TAXATION REVENUES AND EXPENDITURE RESPONSIBILITIES

Clearly, new arrangements for fiscal federalism are required. Provinces must have the means to fulfil their constitutional responsibilities.

Canada's Western Premiers in 1990 and 1991 requested work on, "A fundamental re-examination of federal and provincial spending responsibilities and revenue capacity aimed at reducing federal spending in areas of provincial responsibility with accompanying transfer of adequate, fully equalized tax points."

Premiers also requested Ministers to consider an independent Western Canadian tax administration. This would assure reasonable flexibility in provincial tax structures to respond to provincial economic and social priorities.

The magnitude of the current imbalance between taxation revenues and expenditure responsibilities, which is widening, supports the need for a complete re-evaluation of the current system where both federal and provincial governments are occupying all major tax fields.

The provinces require a greater capacity to finance their constitutional responsibilities without increasing the overall tax burden. This would place essential programs such as health and post-secondary education, on a more secure and stable financial basis.

CONSTITUTIONAL REFORM

The current constitutional negotiations provide the opportunity to directly address a major cause of entanglement. Indeed, the constitutional impasse gripping Canada is to a large degree a provincial desire to regain control over provincial affairs. The

following measures would assist in reducing both the incidence and consequences of entanglement.

- *Reform of the institutions of federalism, principally the Senate, to more fully accommodate the differing needs of individual provinces in national decision making.*
- *Clarification of constitutional responsibility for matters which are not now specifically assigned to either order of government.*
- *Clarification of existing responsibilities. The Western Centre for Economic Research at the University of Alberta recently completed a series of studies on the economics of constitutional change. A major conclusion was that constitutional reform which restored provincial decision making responsibility would improve government responsiveness and accountability.*
- *Limits on the ability of the federal government to spend in areas of exclusive provincial jurisdiction in order to prevent the distortion of the division of responsibilities as entrenched in the Constitution.*
- *The provision of new mechanisms to facilitate the efficient operation of federalism. This could include the ability of either government to delegate legislative responsibility to the other government and the constitutional protection of administrative arrangements between governments.*

INTERGOVERNMENTAL COOPERATION

Some degree of entanglement is inevitable in a federal state. Even with positive fiscal and constitutional reform, there will be occasions when policy interests will overlap as the two orders of government pursue valid objectives within their spheres of constitutional responsibility. In addition, international developments are influencing the need for more cooperation. Global market forces and environmental concerns are increasingly compelling governments to coordinate and harmonize domestic economic, industrial, trade and environmental protection policies.

Given these circumstances, cooperation is not just desirable, it is imperative. If Canada is to meet the challenge of international competition, there must be federal-provincial cooperation and interprovincial cooperation. Provinces should review opportunities to harmonize social and economic programs.

On the federal-provincial scene, there must be a renewed commitment to cooperation. When laws are to be expanded, there must be respect for the effect on the other government's jurisdiction. When program interests overlap, opportunities for rationalization, harmonization, and streamlining of delivery should be pursued as has recently been the case in income support for the agricultural sector. When regulatory interests overlap, opportunities for harmonization and the streamlining of enforcement should be pursued, as is the case in food inspection.

Chapter 2

An Activity Based Review of Federal Expenditure in Alberta

This chapter presents the findings of an activity based review of federal expenditure overlap in Alberta. In mid-1991, the Government of Alberta undertook an internal review of federal program and regulatory activities which appeared to overlap the activities of the provincial government. Within this context, each department and agency reviewed the impact on its own activities, including reduced federal financial support. The data on entanglement are representative of fiscal 1990-91. The data on reduced federal financial support are representative of fiscal 1991-92.

Federal-provincial overlap and duplication is a complex issue. Proper analysis requires a detailed examination of volumes of institutional and statistical information on every program offered by both orders of government. This is a major undertaking and likely explains why few such studies have been conducted in the past. This internal review is the first attempt by the Government of Alberta to study the extent of federal-provincial overlap and duplication on a government wide basis.

B. COMPARISON WITH OTHER STUDIES

Two studies undertaken outside Alberta are similar in nature to the Alberta study. The first is a 1978 study of overlap in Québec undertaken by L'Ecole nationale d'administration publique, *Le chevauchement des programmes fédéraux et québécois*. That study reviewed all federal and provincial programs in the province and found that 60 per cent were overlapping. The second study is an internal review by the federal government, *Federal-Provincial Overlap and Duplication, A Federal Program Perspective*. Using as a basis the federal government's main estimates for 1991-92, the review concluded there was apparent overlap in about 65 per cent of federal expenditures and direct overlap in 42 per cent.

It is useful to compare the findings of the Alberta study with these two studies in terms of overlap as a percentage of total programs offered or total government expenditure. The Alberta study identified 247 instances of apparent overlap. The associated federal expenditure is estimated at \$4.3 billion for fiscal 1990-91. To provide a comparison to this finding it is necessary to determine total federal expenditures apportionable to Alberta. Recent work undertaken by Isabella Horry and Michael Walker of the Fraser Institute provides the basis for making such a determination. Their 1991 publication, *Government Spending Facts*, includes an analysis of federal expenditures on a provincial basis from 1970 to 1988.

Adjustments are required to the data-base of *Government Spending Facts* in order to provide statistics comparable to the Alberta review. The adjustments primarily involve the elimination of interest payments to Albertans holding Government of Canada debt instruments and expenditures made from consolidated specific purpose accounts, such as the Canada Pension Plan and Unemployment Insurance. The adjusted, comparable figure for the total federal expenditure apportionable to Alberta is \$7.8 billion.

Given that \$4.3 billion is spent pursuing the same purposes as Alberta, a major finding is that there is apparent overlap in 55 per cent of the federal expenditure apportionable to Alberta. This is similar to both the Québec and federal studies.

The \$3.5 billion in federal expenditure which is non-overlapping represents spending in areas of federal constitutional responsibility. The majority of these expenditures are not readily identifiable on a program basis due to their often national and international application. Nevertheless, certain expenditures associated with the 1990-91 fiscal year are identifiable. Programs in the grain sector made up a significant portion of the expenditure, including payments made under the Western Grain Transportation Act and the deficit accumulated by the Canadian Wheat Board. Other major expenditures on a program basis include: National Defence operations, \$625 million; National Parks operations, \$60 million; and Canadian International Development Agency contracts, \$175 million.

C. PROGRAM EXPENDITURE ENTANGLEMENT

This section reviews program expenditure entanglement including where it exists and what form it takes. Provincial departments and agencies identified federal expenditures that appeared to overlap provincial programs and services.

i. WHERE IS EXPENDITURE ENTANGLEMENT EVIDENT?

To determine where program expenditure entanglement exists and is concentrated, the provision of public sector goods and services was divided into generally recognized activities of government. The division took into account the uniqueness of Alberta's social and economic structure, as well as the specific activities currently being considered in constitutional discussions. Each federal expenditure was assigned to one of 23 activities.

For the purpose of this study apparent direct entanglement was considered to be federal expenditure which provided the same or similar program to the same or similar clients as a provincial program.

Indirect entanglement was considered to be spending for the same purposes where there are no specific offsetting programs. For example, in the area of post-secondary education, an area of provincial constitutional responsibility, the federal government provides \$235 million in transfer payments to the province, while the province is spending in excess of \$1 billion on specific programs.

Expenditure entanglement does contribute to inefficiency. The degree can range from wasteful duplication to highly complementary spending. There are many instances where programs are viewed as complementary due to variations in design or clients served. In addition, at the operating level, steps are taken to minimize program and service duplication. Recent rationalization and harmonization in activities has also reduced waste and costs. Within Alberta, assistance to the agricultural sector in particular has these elements.

Exhibit 1 presents federal expenditures (direct and indirect entanglement) organized within the social, economic and natural resources spheres.

EXHIBIT 1

FEDERAL EXPENDITURES BY GOVERNMENT ACTIVITY IN AREAS WHERE THE PROVINCE HAS EXPENDITURES

ACTIVITY	NO. OF PROGRAMS	(\$ 000s)	%
SOCIAL SPHERE			
Culture	23	\$ 31,062	0.7
Education, K-12	3	128,451	3.0
Education, Post Secondary	6	364,537	8.5
Health	21	821,279	19.2
Housing	3	65,712	1.5
Justice	3	63,456	1.5
Protection of Persons and Property	10	53,756	1.3
Recreation	2	4,000	0.1
Social Programs	8	126,730	3.0
Social Security	5	2,154,100	50.3
Training and Employment Counselling	17	106,916	2.5
Subtotal	101	3,919,999	91.6
ECONOMIC SPHERE			
Agriculture Assistance	25	188,397	4.4
Business Assistance	19	85,854	2.0
Cultural Industries	11	2,679	0.1
Tourism	2	3,080	0.1
Transportation and Utilities	2	1,410	—
Subtotal	59	281,420	6.6
NATURAL RESOURCES SPHERE			
Air Quality Management	2	700	—
Energy Management and Development	6	31,440	0.7
Fish Management	2	160	—
Forestry Management and Development	2	766	—
Land Management	3	13,780	0.3
Water Management and Development	10	30,853	0.7
Wildlife Management	5	2,070	—
Subtotal	30	79,769	1.9
TOTAL	190	\$4,281,188	100.0

Notes:

- Percentages may not add due to rounding.
- Percentage expenditures for activities with less than .05% (.0005) of total expenditures are recorded with a hyphen (-).

FINDINGS

- *Federal program expenditure entanglement is wide-ranging. It is evident in each of the broad categories of provincial government activity associated with providing goods and services.*
- *One hundred and ninety instances were identified in which there was direct or indirect entanglement in program expenditures. The associated federal expenditure was \$4.3 billion for fiscal 1990-91.*
- *One hundred and seventy-seven of the instances, totalling \$2.3 billion, represent direct entanglement - providing the same or similar program to the same or similar clients.*
- *The expenditure is concentrated in the social programming sphere; 92 per cent of expenditures fall within this area. Five programs providing income support for individuals account for 50 per cent of the expenditure.*
- *Federal spending in the economic sphere accounts for 31 per cent of the programs and almost 7 per cent of the expenditure. Assistance to agriculture accounts for two-thirds of this expenditure.*
- *Federal spending in the natural resources area accounts for 16 per cent of the programs and 2 per cent of the expenditure. The overlap is mainly in the areas of energy and water development.*

ii. ENTANGLEMENT BY USER GROUP

Alberta departments and agencies provided information on the client group served by each program. Four categories were used to summarize the findings:

“Individuals” — includes programs which provide direct benefits to individuals or their families.

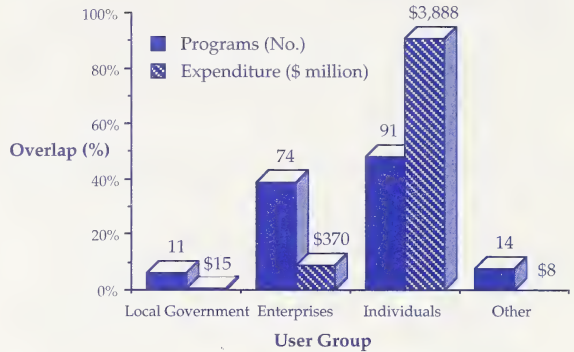
“Enterprises” — includes programs targeted to the private sector including the farming community.

“Local Government” — includes funding provided to municipal governments, even though the eventual beneficiary may be individuals or enterprises.

“Other” — includes programs for societies, institutions, non-government organizations and associations.

EXHIBIT 2

ENTANGLEMENT BY USER GROUP



FINDINGS

- *Ninety-one per cent of the federal expenditure is directed to individuals. Billions of dollars in federal funds flow directly to individuals through income support, and indirectly through block funding to the province under Established Programs Financing (EPF) and the Canada Assistance Plan (CAP).*
- *The private sector is the beneficiary of 9 per cent of the expenditure, with assistance to farmers accounting for one-half of this amount. Seventy-four (39 per cent) of the programs fall within this category.*

iii. ENTANGLEMENT BY METHOD OF DELIVERY

When program expenditure is entangled, the delivery to the client can take one of the following forms:

the two governments operate “parallel systems”, with each government directly delivering its respective programs;

the two governments operate a “joint system” in which they share administrative identity and costs;

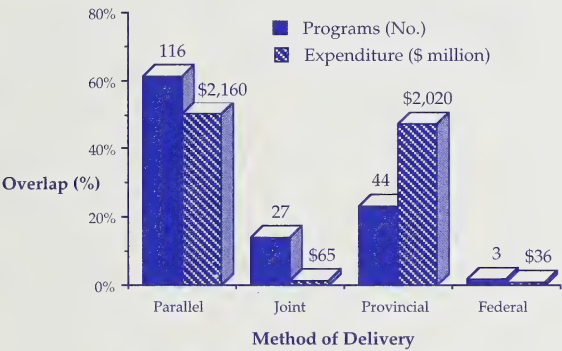
the “provincial system” is used; or

the “federal system” is used.

When either the “provincial system” or “federal system” is used, authority is usually given to one government to administer the other government’s funds.

EXHIBIT 3

ENTANGLEMENT BY METHOD OF DELIVERY



FINDINGS

- Sixty-one per cent of the programs are delivered by the federal and provincial governments operating parallel systems.

D. REGULATORY OVERLAP

Regulations were subject to their own review. They have their own characteristics and features, and their effects are different from those of programs. Overlapping regulations impose additional costs on the private sector, contribute to confusion, and can slow government operations. This review determined where overlapping regulations are concentrated and what form they take.

Exhibit 4 provides information on federal-provincial regulatory activity in Alberta. The table identifies the number of instances in which federal and provincial regulations overlap and where federal regulations have a restrictive effect on the provincial government's ability to carry out its responsibilities. The table summarizes these instances by government activity.

EXHIBIT 4

FEDERAL REGULATORY OVERLAP IN ALBERTA

Activity	No. of Overlapping Regulations	No. of Restricting Regulations	Total
Agriculture	2	-	2
Air Quality	1	-	1
Commerce	8	1	9
Energy	3	4	7
Finance	10	2	12
Forestry	1	1	2
Health	3	1	4
Land	1	8	9
Protection of Persons and Property	2	1	3
Transportation and Utilities	1	2	3
Water	2	3	5
TOTAL	34	23	57

FINDINGS

- *Regulations are a major contributor to government overlap and duplication. Fifty-seven instances were identified in which federal regulations either have an overlapping effect or restrict the province in carrying out its responsibilities.*
- *Overlapping regulations occur primarily in the fields of commerce and finance. Approximately 50 per cent of the overlap is judged to be more complementary than duplicative. This is primarily attributable to the fact that although the same entity is being regulated, the purpose for the regulations differ.*

For example, in the area of finance, the province regulates on the basis of incorporation, private property and civil law. The federal government regulates on the basis of incorporation, competition, criminal law, taxation and banking. In commerce, the province regulates private enterprise on the basis of intraprovincial trade and the federal government regulates on the basis of interprovincial trade. Frequently, the federal regulation is referenced by the province, resulting in one set of regulations for the private sector.

- *Federal regulations play a major role in either restricting or making it more difficult for the province to carry out its responsibilities. Twenty-three such situations were identified, 16 of which have a restrictive impact on the ability to manage natural resources.*
- *Recent initiatives by the federal government in the area of environmental protection have contributed significantly to the number of overlapping and restricting regulations.*

E. REDUCTIONS IN FEDERAL FINANCIAL SUPPORT

In recent years, the provinces have experienced a progressive reduction in federal financial support. It has occurred through reductions in transfer payments, and reductions in program spending which has shifted expenditures onto the provinces.

Within Alberta, the negative financial impact has resulted from varied and diverse actions by the federal government:

- Reductions in the federal share of previously agreed to cost-shared arrangements.
- Policy changes in federal programs which result in increased demand for services provided by the province.
- A gradual withdrawal in federal services, placing pressure on the province to provide additional services.
- Continued federal funding in areas of traditional federal financial responsibility being conditional on the province sharing future costs.

Exhibit 5 provides information on the extent of the loss of federal funding support to the province for the 1991-92 fiscal year.

FINDINGS

- In 1991-92 the province incurred more than \$900 million in reduced financial support from the federal government.
- Federal decisions in the areas of health care, post-secondary education and agriculture accounted for 92 per cent of the financial impact.
- The financial impact of the federal actions are increasing and for Alberta will surpass \$1 billion in 1992-93.

EXHIBIT 5

PROGRAM AREAS WHERE THE FEDERAL GOVERNMENT HAS REDUCED FINANCIAL SUPPORT OR SHIFTED EXPENDITURES ONTO THE PROVINCE

(\$000s)

Income Support for Grain Producers - GRIP	\$ 46,700
Crop Insurance	42,750
Income Support for Livestock Producers	26,320
Soil Inventory	150
Seed Potato Certification	130
Beef, Sheep and Swine Record of Performance	75
Inspection of Dairy Products	30
Established Programs Financing (Health Care and Post-Secondary Education)	724,000
Health Care and Social Assistance for Status Indians	60,000
Industrial Research Assistance (IRAP-C)	300
Citizenship Instruction	1,300
Apprenticeship Training	2,700
Debtor Counselling	175
Regulation of Tax Discounters	5
Forest Insect and Disease Survey	100
Administration of Housing Programs	400
Victims' Assistance	240
Aviation Noise Exposure Forecast	70
Drug Enforcement	6,000
Social Assistance (Canada Assistance Plan)	45,000
Social Assistance (Unemployment Insurance Changes)	8,000
Tourism Survey/Research	35
Railway/Highway Grade Separation	6,000
TOTAL	\$970,480

NOTES

